

CHEMONICS INTERNATIONAL INC.

Electronic Document Submission Title Page

Contract No.:	278-C-00-02-00210-00
Contractor Name:	Chemonics International, Inc.
USAID Cognizant Technical Office:	Office of Economic Opportunities USAID Jordan
Date of Product/Report:	February 2005
Document Title:	Jordan National Customs: Critical Skills – Gap Analysis and Closing the Gap FINAL
Author's Name:	John Howard/The Services Group
Activity Title and Number:	Achievement of Market-Friendly Initiatives and Results Program (AMIR 2.0 Program) PSPI 555.01 Critical Skills – Gap Analysis and Closing the Gap
Name and Version of Application Software Used to Create the File:	<i>MS Word 2002</i>
Format of Graphic and/or Image File:	<i>N/A</i>
Other Information:	<i>WinZip Windows</i>

Contract No.:	278-C-00-02-00210-00
Contractor Name:	Chemonics International, Inc.
USAID Cognizant Technical Office:	Office of Economic Opportunities USAID Jordan
Date of Report:	February 2005
Document Title:	Jordan National Customs: Critical Skills – Gap Analysis and Closing the Gap FINAL
Author’s Name:	John Howard/The Services Group
Activity Title and Number:	Achievement of Market-Friendly Initiatives and Results Program (AMIR Program) PSPI Component, “Critical Skills - Gap Analysis and Closing the Gap,” Task No. 555.01

**Jordan National Customs:
Critical Skills – Gap Analysis
and Closing the Gap**

Final Report
February 2005

The author’s views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

Data Page

Name of Component: Private Sector Policy Initiative

Author: John Howard/The Services Group

Practice Area: Trade and Investment

Service Offering: N/A

List of Key Words
Contained in Report: Personal, improvement, plan, confidentiality, themes, Kyoto Convention, rotation, communication, vision, interview, exchange, program, strategic planning networking, leadership, team, dynamics.

Abstract

The Jordan Customs Department is currently undertaking work that includes applying a systems based approach to training, re-writing job descriptions to include core competencies, and installing a computer system to help manage the human resource activity. There are significant changes ahead for all employees in Jordan Customs.

Success in implementing change in any organization requires support from the executive and senior managers. It is very important to provide the senior managers in customs with an opportunity to assess their individual skill levels against core competencies if they are ultimately to champion the changes in the human resource environment. Identifying skill gaps, which is the focus of this report, will form the basis of recommendations to provide targeted training and professional development opportunities for those people who will lead the change.

Abbreviations and Acronyms

CCES	Centre for Customs and Excise Studies
CIEMP	Customs International Executive Management Program
GID	General Intelligence Department
HR	Human resources
HRM	Human resource management
JCD	Jordan Customs Department
JISM	Jordan Institute of Standards and Metrology
PIP	Personal Improvement Plan
PSB	Public Security Bureau
WCO	World Customs Organization

Table of Contents

Data Page	ii
Abstract	iii
Table of Contents	v
Executive Summary and Recommendations	6
1. Background	7
2. Consultancy	8
2.1 Scope of Work	8
2.2 Summary of Actions Against Tasks	8
3. Information Gathering Activities	9
3.1 Interviews	9
3.2 Confidentiality	10
3.3 Themes	10
3.4 Interview Topics	13
4. Analysis of Key Issues	15
5. Workshop Presentation	22
Annex 1 – Sample Personal Improvement Plan (PIP)	23
Annex 2 – Selected Training Institutions/Providers in Jordan	24
Annex 2 – Selected Training Institutions/Providers in Jordan (continued)	25
Annex 3 – Dubai Customs – Manager Development Program	26
Annex 4– Workshop Presentation – Overheads	33

Executive Summary and Recommendations

The Jordan Customs Department (JCD) is embarking on major change in the area of human capital development and management (HCDM). A key to successful implementation of any change will be an informed and supportive group of senior managers to inspire the workforce.

This scope of work aims to assist the senior managers in JCD to understand human resource reforms and to include these people in the change process. The one-on-one interviews with directors undertaken as part of this consultancy were used a vehicle to assess personal development aspirations and the level of prior management experience and executive training of individuals. The scope of work also assisted in establishing a baseline to develop a personal improvement plan for each director.

At the conclusion of the interviews, the consultant determined that the JDC is not currently giving a high priority to executive development and management training. The collective view of the directors is that there should be a sustained effort to develop and run a management and professional development program within the next twelve months. The directors also agreed on the content of such a course and the units as identified in the report.

There are a number of options canvassed in the report and based on initial indications of the budget, timeframe and within a risk management context, the following recommendation is made:

RECOMMENDATION: Source a local Jordanian company to develop executive management courses (with the assistance of a seconded customs director).

Four other options were canvassed in the report:

- Task the National Training Institute, or its successor, to develop a training and professional development course for executives from within customs.
- Develop an ‘in-house’ training package using suitably qualified personnel from customs and other government agencies with materials being purchased or sourced from international or local suppliers.
- Use an established international body such as the Centre for Customs and Excise Studies at the University of Canberra, Australia to conduct a shortened version of the Customs International Executive Management Program for Jordan Customs.
- Approach a regional tertiary and/or customs administrations such as Zayed University and Dubai Customs to provide training. Dubai Customs is about to roll out an Executive Manager Development Program and the units being offered are identical to those identified by the JCD directors during the development of this scope of work.

1. Background

The Jordan Customs Department (JCD) is committed to significant changes in human resources management and development. The changes include a commitment to applying the systems approach to training, re-writing job descriptions to include core competences, measurement of all employees against their current skills and competencies and commitments to close the skills gaps. In response to the commitment from customs to the human resource changes, USAID agreed to fund a software package that will assist customs in the management of institutional knowledge of its employees.

As with any macro change in an organization, change presents varying levels of discomfort for employees. A critical component of this type of change is reducing the personal threat perceived by employees. The most critical group to address first, particularly in an organization with a history of vertical management, is top-level managers. Management commitment to the change process is critical. To gain the support of the upper managers in customs, information about the proposed changes will first be distributed to all senior executives within the JCD. This has been done by both a workshop and then providing them with materials on the change process.

Managers that currently do not meet critical skill factors and core competences could be the first to derail the proposed changes if personally threatened by the new processes. To mitigate the risks of managerial resistance a successful strategy is to provide managers with opportunities to close the gaps previously not addressed in their career development.

The Human Capital Development and Management (HCDM) Project has a number of components and builds on earlier activities, all managed by the AMIR Program, and that have included:¹

- | | |
|---|--------------|
| • Strategy for Risk Systems Weighting and for Training Systems Management | March 2004 |
| • Human Capital Development and Management IT Project | May 2004 |
| • Systems Approach to Training | June 2004 |
| • Human Resource Development – Phase 1 | June 2004 |
| • Human Capital Development and Management - Phase 1 | January 2005 |

These reports are integrally linked in that they focus on how to provide a more efficient and effective delivery of training targeted at the key jobs as defined for JCD. The report at hand provides information on the personal and professional aspirations of the Directors in the JCD.

¹The authors of the reports, all prepared for the AMIR Program, are respectively: Andrew Ford, Andrew Ford, Gaéton Turgeon, John Howard and Walter Hekala, and Ruth Perrett.

2. Consultancy

2.1 Scope of Work

This report is prepared in accordance with the scope of work agreed under activity number 555.01 Critical Skills – Gap Analysis and Closing the Gap. The objective of this consultancy is to assist JCD top-level managers understand the human resource reforms and incorporate these managers into the process change.

The consultant tasks for this scope of works were as follows:

- Develop a presentation for delivery to the JCD headquarters managers on what it is like to go through a substantive change in HR reforms.
- In consultation with the HR reform, team leader the consultant is to develop a pro-forma for a personal improvement plan (PIP).
- The consultant is to meet individually with each of the JCD Directors and assist them in preparing a PIP identifying what are their individual concerns based on their current skill sets against those required for their current positions. The suggested period for each manager to meet the PIP objectives will be a maximum of one year.
- Following the development of PIPs, in collaboration with the AMIR Program customs human resource and training team, the consultant will identify cost-effective ways to assist each manager in reaching the goals of their individual PIPs. Activities could include attending training sessions offered to the public, group-training sessions delivered at the Customs Headquarters, commercially offered web-based training programs, or individual tutelage.
- To the extent possible and within existing AMIR budget constraints, the consultant with the assistance of the AMIR Program's customs and human resources (HR) and training team, will identify a schedule of offerings for each of the selected managers to meet their individual PIP goals. The consultant will discuss with the Directors of Human Resources and Training at the JCD for validation and approval the resultant plans for closing the competencies of the existing executives in the JCD.

2.2 Summary Status of Actions

Task	Status
Workshop Presentation	√ ²
Personal Improvement Plan	√
Interviews	√
Implementation Plans	√
Development Offerings	√

² Completed.

3. Information Gathering Activities

3.1 Interviews

The information needed to assess the skill gaps in personal development and training of the customs directors was derived from personal interviews, as no other source of information on this subject appears to exist. Therefore, achieving the objective of this scope of work relied heavily on the cooperation and input from individual directors. Fortunately, the level of cooperation was outstanding. The consultant suspects that this is the first time directors have actually been asked to discuss such issues and while some found the experience a little daunting, all welcomed the experience and opportunity. The consultant observed that many of the directors had difficulty in articulating their personal aspirations and goals although they seemed much more at ease when asked about individual work areas.

Initially, the consultant used a pre-prepared set of questions to promote conversation and draw out views on personal development and aspirations but it quickly became apparent that such questions had not been previously asked either by consultants or in any executive selection process. It was of concern to the consultant that when questioned on matters of personal and professional development the conversation almost always turned to lack of appropriate technical training for subordinates. While their concern for subordinate staff is commendable, there is a need for the directors to focus on themselves if the executive stream is to be developed. It is important that the recommendation/s when implemented not only develop the senior managers in JCD but also create a work force that inspires junior staff in the organization.

It may sound unusual (at least in Jordan), but the consultant specifically requested that the door be closed for the interview. Most directors were agreeable to the request and on the second day of interviews, the consultant realized that the request had been networked and the door was closed before the consultant needed to make any such request. It also interesting to note that despite speaking very good English quite a number of directors chose to have one or two staff members present during the interview.

There was some confusion on exactly how many directors existed in customs headquarters in the first instance. There had been some very recent staffing changes that included the creation of several new positions and the transfer of existing directors to positions that did not appear in any organization chart. In the end, 21 directors were scheduled for interview. All but one director were interviewed due to the unavailability of Hussein Al-Manaseer, Director, Office of the Director-General. One hour was allocated for each interview but very few were completed inside this timeframe. On a number of occasions, the consultant had to schedule an additional interview in order to complete discussions.

The following persons were interviewed between 7-16 February 2005. All but two interviews were conducted at Customs Headquarters in Amman with two being conducted (Training and Enforcement) at offices in suburban Amman.

Interviews Conducted	
Name	Title
Sameeh Kan'an	Director, Administrative Affairs
Somaya A. Alwahoush	Director, Information Technology
Ziad Aslan	Director, Human Resources
Abdul Wahab Al-Saraieh	Director, Tariff and Agreements
Anwar Al-Azzan	Director, WCO Regional Office
Arif Alfitiani	Director, Telecommunications & Electronics
Azmi A. Mosar	Director, Public Affairs
Faisal Al-Sarhan	Director, Transit and Clearance
Finas I. Al-Dabbas	Director, Inspection
Jalal Al Qudeh	Director, Valuation
Jawdat Al Qasam	Director, Risk Management
Khaled Al-Zubi	Director, Computer Affairs
Marwan Gharaibeh	Director, Planning and Organization
Mohammad Al Jaloudi	Director, Legal Affairs
Mohammad Anaswa	Director, Finance
Mounir El-Kayed	Director, Special Projects
Salah Maghareh	Director, CASES
Saleh Al-Zurqan	Director, Temporary Admissions
Sameer Mismar	Director, Exemptions
Omar Al-Harasees	Director, Internal Auditing and Control

3.2 Confidentiality

In order to promote a free exchange of information between the consultant and the director an undertaking was given that the contents of individual interviews would be kept confidential and the report would be generic and based on collective views. Some stated that they did not care what was written and published as it was time for the chief executive to hear some of the views and concerns of directors. Personal improvement plans therefore would be based on the collective requirements of all directors. It is the view of the consultant that this confidentiality undertaking did not affect the ultimate objective of the scope of work and in some cases improved the dialogue.

3.3 Themes

There are a number of themes, which while not directly related to the scope of work, were of such concern to the directors that they were raised during almost every interview. For that reason, this report briefly addresses each of the issues.

3.3.1 Kyoto Convention

The content and purpose of the revised Kyoto Convention is not well understood by the majority of customs officers in Jordan. Directors would like to see a major education program conducted across the organization on why Jordan has chosen to adopt the standards of the convention and what impact this will have on customs in the future. More importantly, an opportunity to attend a Kyoto Convention awareness workshop is seen as important for all officers.

3.3.2 Pay Scales

There were a number of directors who raised remuneration during their interview. The issue relates to the perceived inconsistency of remuneration between directors. The perception is that, as the individual remuneration is not known within customs (other than by the Director, Human Resources and the Director-General) even though the Civil Service Bureau apparently publishes the base rate, most believe that each director is receiving a different salary. The interviewees believe that there are quite significant differences in salary, based on arbitrary decisions taken by the chief executive. The lack of transparency of salary is a concern to all, as well as the issue of pay not related to established levels of responsibility and skills within the organization. There are apparently various reward or incentive programs running across the entire JCD.

3.3.3 Selection Process

There is a majority view that the selection system in JCD is not based on merit. Directors do not apply for vacancies within the organization and they receive no counseling on why they are being selected or why they have been unsuccessful or overlooked. Most directors said that the selection process had no transparency and in fact was more like a ‘star chamber’. It is the opinion of most that selections, either promotion or transfer, is based on personal and cultural associations. This leads to dissatisfaction and lack of loyalty to the Director General, the JCD, and the Government. There is also a degree of suspicion between directors, which does not help to create a strong management team.

3.3.4 Rotation

Without a doubt, the most controversial issue of concern to directors is job rotation. It is not easy to determine the reason for this but it appears to be based on a combination of remuneration potential and lack of consultation in the decision-making process. The lack of communication (see below) is a big issue for the directors as the rotation is disclosed to an individual after the chief executive has taken the decision. It is interesting to note that many people advised the consultant that selection processes in government and even in the private sector are, to some extent, based on family and cultural ties. While this may be the case, the consultant concluded that there is a sufficient knowledge of sound management principles and practices among directors in recognizing that performance assessment and selection on merit should be the basis of selection for promotion and transfer.

3.3.5 Communication

Another important issue for directors, with most agreeing, that they work in an organization that has little or no communication either horizontally or vertically. A number of directors said they have no contact with the chief executive while others indicated they have some contact but would like more. The directors suggested that a weekly meeting with the director general and his deputies would significantly improve morale and communication within customs.³

³The AMIR Program consultant who prepared a previous report on communications made a similar recommendation through formal channels to the JCD.

3.3.6 Empowerment/Delegations

Most of the directors are empowered to undertake the technical aspects of their respective directorates but few feel empowered beyond that, particularly in such areas as implementing new initiatives or selection of staff to work in the directorate. Without undertaking a major examination and review of the legal delegations flow in the customs law, it is not possible to provide any substantial comment on this topic. There is an undercurrent of concern about delegating to assistants and when this issue was pursued, the views expressed usually ended up in a discussion about the inadequacy of the assistants caused by a lack of experience and technical training. Some suggested that the executive could see giving subordinate's power as a weakness in the director.

3.3.7 Headquarters

There were a number of directors who believe that customs headquarters in Amman is nothing more than a clearance house for declarations. It was stated that importers and brokers who were unhappy with decisions made by directors at regional customs centers come to Amman with the express intention of having the decision overturned. The same was said about certain local business personalities who make direct representation to the headquarters executive, again with the intention of receiving a very favorable determination. These comments have not been substantiated. They are included and deemed relevant as some directors believe this perception is causing irreparable harm to the reputation of the department. At the same time, such arrangements undermine the delegated authority placed with directors in headquarters and regional customs centers.

3.3.8 Committee Work

It is a commonly held belief that most decisions made in customs are made by committee. Membership of a committee entails additional remuneration and some directors are represented on numerous committees while others have never given the opportunity to serve on a committee or project team. Interviewees stated persons are selected for committees based on personal associations rather than merit or professional expertise.

3.3.9 Training

A number of directors said that training was seen as an after-hours activity and not supported by executive management. People sent on training courses were provided with some additional remuneration but too often they were there because there was no other work for them to do or they were surplus to requirements in the work area. There were other people in busy work areas that were not able to attend training courses because they were deemed indispensable.

3.3.10 Vision

Most directors agreed that there was an immediate need for some awareness training on what role customs had to play in promoting a national vision for Jordan. A document written in 1999 and titled ‘Jordan Vision 2020’ was discussed with a number of directors but few had read the comments on customs. There appears to be little or no concern about these derogatory comments although one director said he was embarrassed for himself and the department and could not understand why there had not been an immediate response from customs to address the criticism.

3.3.11 Practical Training

A number of directors had been on short training courses in recent years and many complained that the training was too theoretical and not sufficiently well directed at customs management situations. All want to see any future training tailored to the customs environment and have a greater practical component.

3.3.12 Interview Topics

During the interviews, a number of topics were canvassed in order to assess views or reactions to some innovative management practices being exercised in several highly developed customs administrations. Topics included:

- Placement of officers in external public and private sector organizations for short and long-term duration.

Comment: Most agreed that this concept was feasible although probably not desirable, as the officer may not return to customs after the assignment. Others indicated that there were legal restrictions, particularly to working in the private sector, although when it was suggested that customs (government) would continue to fund the officer the idea took on new meaning. Some directors believe that customs officers were well qualified to undertake executive roles in the private sector because they were experienced managers with expansive supervisory experience. There were some who said that short-term absences from customs were dangerous as there no guarantees you would return to your nominated position. It would be better for an assignment to be for 12 months.

- Exchange programs with other customs administrations.

Comment: Most agreed that this option was the most desirable, as officers would have the opportunity to work in another administration and see first-hand the ways customs technical issues were handled. A few saw this as an opportunity to develop new executive skills for a future high-level position in the department. There was concern that these opportunities are given as rewards (similar to overseas study tours) rather than as development opportunities for aspiring executives.

- Exchange programs with other governments agencies in Jordan.

Comment: Some directors expressed interest in working in another government agency but it was not with the intention of developing professional skills. Rather it was seen as a pathway to promotion and an escape to a better organization.

- Direct external recruitment into customs.

Comment: This topic provided some interesting feedback ranging from total rejection as “customs is a highly technical department and as such unsuitable for external candidates” to “there may be opportunities for people with specific skills sets”. While it was possible to employ these people most directors thought it was a better option to develop the skills internally through training. A number of specialized positions were discussed, namely intelligence analysts and auditors and it was agreed that there were some people external to customs who may make a contribution based on their previous experience and employment.

- Inter-agency training opportunities.

Comment: Most agreed that this would be a good opportunity to share experiences and build networks.

4. Analysis of Key Issues

The objective of this scope of work was to assist the JCD directors in furthering their understanding of the human resource reforms and to ensure that they were included in the change process. It is important to focus on this group from both a personal and professional development perspective if they are to champion the changes ahead.

4.1 Prior Training and Development Opportunities

Of the twenty (20) directors interviewed most have had some management training as part of their development in the JCD. Some are pursuing postgraduate qualifications in management while a number already have Masters and Doctorates degrees in financial and management disciplines.

It was difficult to find any consistency in terms of courses completed as they varied from one-day supervision courses to three-month executive management courses run by the National Training Institute. The Institute no longer conducts this latter course, which was designated as a “Fast Track Leadership Course”, apparently due to the retirement of the convener. Each of the directors who had completed the course was extremely complementary on the organization, content, and conduct of the course. The first two months involved theoretical training on all aspects of management and leadership followed by a month of practical training. Participants were required to return to the workplace and undertake a major research task. It is not clear if any recommendations in the reports were ever implemented or even assessed.

The AMIR Program offered a strategic planning, management and leadership course in 2002 and nine JCD officers attended. Only one of the directors interviewed as part of this scope of work had completed this course. The course comprised ten units, namely development of strategic management, strategy and planning, public sector planning and management, mission and external scanning, internal scanning and strategy development, leadership and teams, implementing strategy, change management, corporate governance and a research project.

A number of recommendations were made in the subsequent report, including the development of an objective selection process to ensure that the most appropriate management staff were given access to this course. It was also recommended that a number of additional courses be conducted but neither this recommendation nor the one relating to the selection process were implemented.

The consultant found limited evidence of personal development opportunities being pursued by either individuals or the JCD on behalf of the senior managers. There were a number of directors undertaking post graduate or tertiary studies but after questioning one might reach the conclusion that this was seen as a ticket to move out of customs rather than developing a portfolio for further advancement in the JCD. There was no mention of additional remuneration on successful completion of the study.

The consultant was advised that there was some support from the chief executive for undertaking short courses but no one interviewed could point to a specific course undertaken or details of the support mechanisms.

4.2 Components of a Personal and Professional Development Program

There was unanimous agreement that personal development and professional training for directors is not a priority in JCD. Furthermore, Interviewees cited the following topics/subjects as critical components of a future executive development program for directors in JCD:

- Strategic Planning
- Operational management (Command & Control)
- Intelligence management
- Time management
- Negotiation skills
- Leadership
- Crisis management
- Communication skills
- Change management
- Media training
- Computer skills
- English language (written/spoken)
- Networking
- Team dynamics
- Ethics
- Total Quality Management

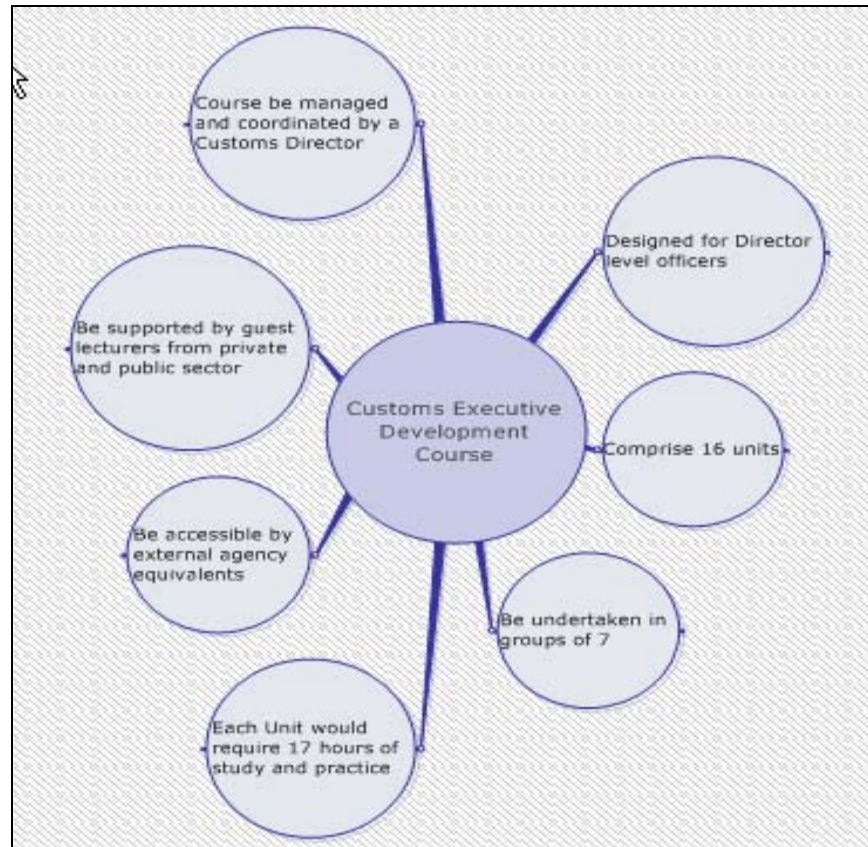
4.3 Course Outline

Individual views on content and outline for executive management training was consistent among directors. Some provided greater input than others did but the units identified are the collective view of all the directors. In the early interviews, the consensus emerged that directors wanted a three-month full time course similar to that run by the National Institute of Training in Amman. Variations started to emerge in the form of a course being run specifically by customs for customs to a course run by an external body but with other agencies being invited to attend. In the end, and for a range of different reasons, the majority view was that customs should consider running an in-house course specifically for directors. The in-house concept was one of focus rather than customs providing the trainers. The course must be relevant, focused on customs issues and developed by experts that understand current management and leadership issues.

An appropriately qualified and specially appointed customs director should run the course. The course would be run over 12 months and this person should be course developer, convener and coordinator. The course would comprise 16 modules similar to those identified above.

Directors would be assigned to a group and each group would comprise seven directors. Each group would meet for one week and undertake two modules. If three groups of seven embark on the program and only one group is absent from the workplace at any one time then the program should be completed in 46 weeks. Given the public holidays taken in Jordan one might expect the course to run beyond the 46 weeks. This is something that will need to be considered in developing the program. The following diagram represents the concept envisaged by the majority of directors:

4.4 Summary – Executive Development Program



4.5 Delivery Options

At present JCD has no capacity or resources to build the type of development program envisaged by directors. There are a number of options available to customs to progress this concept. Underpinning the options below is an assumption that donor funding is available to source qualified people from within Jordan or elsewhere and that these people have a demonstrated capability to develop and possibly deliver this training either in a classroom environment or on-line through a distance-learning package. Based on the interviews it would seem that a face-to-face environment with a focus on practical management in a customs environment is the preferred option.

4.5.1 Option 1

Option 1: Source a local Jordanian company with the expertise to develop an executive management training course and identify and engage a customs director as a member of the development team.

Part of this scope was to identify cost-effective ways to assist each of the JCD managers in reaching their goals identified within individual Personal Improvement Plans (PIPs). A number of Jordanian companies provide training courses and while list at Annex 2 is by no means exhaustive, it does serve as a good example of local companies engaged in the supply of management training and development.

The consultant was not able, in the time available, to visit any training providers to discuss costs or content. One would imagine that local providers would have some cost advantages by being in country and from some intelligence developed during the scope may already have products immediately available for customs.

One training provider known to the AMIR Program, Excellence, Inc., has around 75 percent of the courses already available for presentation and the concept of “customs-izing” the courses is very appealing to the company. The short-term engagement of a customs director would also allow the company to embed real case studies in the courses. This reality component was a big issue for directors when commenting on previous courses conducted in customs.

This option has the appeal of developing a local supplier who can provide in-country support and offers a level of potential sustainability needed for the program.

4.5.2 Option 2

Option 2: Approach the National Training Institute, or its successor, with a request to re-establish a training and professional development course for government executives. While the theory components of the course are reasonably well defined, there is no reason why the practical component should not be developed with input from customs experts and then included in the practical component of the course.

Donors might be sought to fund the establishment of a government service-wide executive development program. This is an attractive proposition if the Jordanian Government wants to develop a national and consistent approach to qualifying executives for deployment in the government.

This option relies on the commitment and coordination of other government agencies. Given these agencies have not been approached at this time, there would be some pre-course development work to be undertaken before this option can be progressed. There may also be some issues regarding donor funding directed to agencies outside the scope of the AMIR Program. The initiative does have the potential for sustainability, if properly managed and funded.

4.5.3 Option 3

Option 3: Develop the total training package using ‘in-house’ expertise. Following the interviews, the consultant believes that the expertise exists in the JCD to pursue this option. The option would require significant and sustained commitment by the Director-General, his deputies and all senior managers. There maybe some resistance to a peer/s assigned to manage, co-ordinate and deliver the course. A customs director could be assigned to a position of executive development program manager for a period of 12 months with the task of developing the program for customs. In the longer term, the package may be suitable for other government agencies such as Jordan Institute of Standards and Metrology, Public Security Bureau, General Intelligence Department and the police.

This option would involve a substantial commitment of resources (at least one or two directors with appropriate research, support and administrative staff) as well as adequate funding for twelve months. It is unlikely that a pilot course would be ready until late 2005.

4.5.4 Option 4

Option 4: Source an executive development training package from a learning institution that is already delivering similar packages to other customs administrations.

There is one international organization that specifically delivers training of this type to customs administrations and that is the Centre for Customs and Excise Studies (CCES)⁴ at the University of Canberra in Australia. The Centre⁵ is part of the Law School at the university. The Centre delivers a Customs International Executive Management Program (CIEMP) on behalf of the Australian Customs Service. The course itself has been available to international customs executives for approximately 17 years and has been outsourced to the University of Canberra for the past four years. The course covers strategic management, operational management and human resource issues and is specifically designed for aspiring customs executives. The case studies used in the course are exclusively customs specific scenarios.

The course participants are selected by the Australian Customs Service and generally comprise representatives from 20 customs administrations. The majority of the countries represented are from within the World Customs Organization’s regional area of which Australia is a part. The course is conducted over a period of seven weeks. The trainers used are a blend of academic staff and professional associates from the Centre for Customs and Excise Studies with extensive background and experience in customs and the private sector.

⁴ The consultant declares that he is an Associate Director of the Centre for Customs and Excise Studies, University of Canberra, Australia.

⁵ www.customscentre.canberra.edu.au

Representatives from University of Canberra could deliver a shortened course in Jordan and JCD could identify potential trainers to attend the first course. JCD/AMIR may be able to negotiate with the university to purchase the course as a train-the-trainer program. Trainers from the JCD training centre in Amman might then deliver future courses.

The CCES has also suggested that JCD enroll a number of students in the Graduate Diploma Course in International Customs Law and Administration. This course is available on-line through the University of Canberra's WebCT. Students can complete Graduate Certificate, Graduate Diploma and a Master's degree using this on-line facility.

The Units delivered in the CIEMP course are grouped as follows:

Executive Development Planning							
Strategic Management Topics	Strategic Management	Leadership	Planning	Performance Evaluation (Benchmarking)	Policy Development	Change Management	Project Management
	Risk management	Compliance management	Intelligence management	Service delivery			
	People management	Ethics & Integrity	Political management	Communication skills			
	Briefing skills	Syndicate work	Team building	International awareness			

This option gives JCD access to a professional tertiary institution that specializes in customs executive development programs but the potential cost and availability of Centre personnel to conduct such a course makes this option high risk given the life cycle of the AMIR Program.

However, JCD might consider approaching the university to ascertain the possibility of gaining corporate sponsorship for a student/s to participate in the Masters program.

4.5.5 Option 5

Option 5: Dubai Customs and Zayed University in Dubai have been jointly developing an Executive Manager Development Program⁶ specifically designed for mid-level managers in customs. The first course is scheduled to commence in April 2005. An offer has been made for JCD to participate in the first course that will run for twelve months. Details of the program are contained at Annex 3.

This option has some appeal, particularly if the units are to be offered in Arabic and English. As the first course is to be held in Dubai and over a twelve months period, it is going to be difficult to satisfy the immediate requirements of JCD, and AMIR. As the April course will be a pilot, it may be best for JCD to wait to see how the course develops and then at some point request a visit to Dubai to assess the program. There is some suggestion that the course will be regionalized in the future so JCD may wish to approach Dubai Customs later this year with a view to visiting Dubai and assessing the course and its potential application in Jordan.

⁶ Source: Mr. John Knott, consultant to Dubai Customs.

5. Workshop Presentation

As part of this scope of work, the consultant delivered a workshop outlining experiences in undertaking a major change in a customs administration. The consultant outlined the restructuring of the Australian Customs Service (ACS) that took place in 1997 while working as part of the project team. The customs executive initiated the restructuring with the intention of reducing the number of levels in the organization to improve communication as well as command and control arrangements.

The workshop focused on change management issues and how to ensure success and reduce resistance to change in a large organization. The response from the directors was encouraging but there some doubt expressed at the workshop as to whether the change process would be sufficiently resourced and supported by the JCD executive. This and other “risks” were discussed at length during the workshop and the consultant went into detail as to how JCD might mitigate risks when embarking on such a project. JCD was not be unique as it would experience implementation difficulties such as lack of support and resistance to change just like any other customs administration or large organization undergoing major change.

It was agreed that if a major change was carefully planned and risks identified early in the process then at least the change could be managed and a greater chance of success than a process that implemented without any planning or communication with staff.

The workshop presentation slides are at Annex 3.

Annex 1: Sample Personal Improvement Plan (PIP)

PERSONAL IMPROVEMENT PLAN (PIP)

Name:			
Position:			
Team:			
Units	Hours	Scheduled	Completed
Strategic Planning	17		
Operational management (Command & Control)	17		
Intelligence management	17		
Time management	17		
Negotiation skills	17		
Leadership	17		
Crisis management	17		
Communication skills	17		
Change management	17		
Media training	17		
Computer skills	17		
English language (written/spoken)	17		
Networking	17		
Team dynamics	17		
Ethics	17		
Total Quality Management	17		

Annex 2: Selected Training Institutions/Providers in Jordan


Name	Contact	Address
Talal Abu Ghazaleh Professional Training Group	Mr. Safwat Dajani	Tel: 5100900 ext 1204 e-mail: sdajani@tagi.com website: www.tagi.com
IIR Middle East	Ms Khalidah El Mufelh	Tel: 5818889/5827606 Website: www.mec.com.jo
*Alliance	Mr. Jamil Dallal	Tel: 5528788
* Nextmove	Ms. Serene Qubein	Tel: 5514180
The Arab Academy for Banking and Financial Sciences	Ms. Randa Rabie Mr. Mohammad Al-Mahrouq	Tel: 5232031 Tel: 5233572 Website: www.aabfs.org

* Sister companies who do the complete assessment for employees.

Annex 2 – Selected Training Institutions/Providers in Jordan (continued)

Training Center	Location	Telephone Number
Institute of Banking Studies	Amman	5536395
The Arab Academy for Banking & Financial Sciences	Amman	5502900
The Association of Banks	Amman	5662258/5669328/5684361
Union of Arab Banks	Amman	5677234/5
Arab Consultants	Amman	5525185/5525186
Joint Efforts Group	Amman	5522807
Euro-Jordanian Action fro the Development of Enterprise (EJADA)	Amman	5657940
Arab Countries Center for Studies and Research	Amman	5858330
Jordan Today Center fro Development (JTCD)	Amman	5693966
Engineering & Management Consultants (team)	Amman	5826740
Payment Centric at the center of E-Commerce (EJABY)	Amman	4618080
Transformation Management Institute- Jordan (TMI)	Amman	5826740
Arabian Scientific Information"SHUA'A"	Amman	5515635
Jordan Export Development & Commercial Center Corporation (JEDCO)	Amman	5603507
Scientific & Medical Supplies Co.	Amman	4624907
Jordan Securities Commission	Amman	5607171
G.T.U. of the Employees in Banks, Insurance & Auditing in Jordan	Amman	4629364
United Electronic Co.	Amman	5667720
Young Entrepreneurs	Amman	5652151
Arab Academy for Microsoft Technologies	Amman	5819554
The Arab Expert Office Advocate/Expert Al-Sharif Ali H. Abu Alassam	Amman	5516389/5516388
ExecuTrain of Jordan	Amman	5157193/197/185/186
Modern Language Center	Amman	4638373/4625582
London Educational Centre	Amman	5854466/77
International Center for Languages	Amman	5155120/5155119
British Council/Jordan	Amman	4636147/8
Al-Jawad Management Consultants Co. Ltd. (Accountants & Consultants)	Amman	5538218
Al-Masoud Office for Auditing & Consultations	Amman	5156323
Educational Techniques and skills	Amman	5518775
Amman World Trade Centre	Amman	5605791/2
Everest Computer & Management Center	Amman	5151234
United Business Machines (UBM)	Amman	5610171
Economic Future Center for Consulting & Strategic Studies	Amman	5813373
Export & Finance Bank	Amman	5694250
Excellence Inc	Amman	Available from AMIR

Annex 3: Dubai Customs – Manager Development Program

	<i>To be the lead Customs administration in the world, actively supporting international trade</i>
---	--

Dubai Customs

Customs Reform and Modernisation Program

MANAGER DEVELOPMENT PROGRAM

Purpose:

The purpose of this program is to:

- develop a competent middle management team capable of delivering a “best practice” Customs administration for Dubai;
- enhance the overall professionalism of Dubai Customs by providing successful participants with an accredited award at the Advanced Diploma* level.

*Note: Subject to the approval of the Ministry of Higher Education

Objectives:

By the conclusion of the competency-based program, successful participants will be able to:

- set the strategic direction for their business;
- plan and manage the unit;
- provide leadership to their team;
- manage the performance of their business unit and staff;
- facilitate the solution of technical problems
- contribute to positioning Dubai Customs within the federation and within the region;

Background:

- Customs administrations around the world are undergoing a process of reform and modernisation in order to meet the increasingly sophisticated requirements of globalised trade.
- Customs administrations must deliver service which requires the minimum level of intervention consistent with their legislative requirements to exercise an appropriate level of control.

- Customs administrations are obliged to conform with International standards eg Gatt, Kyoto, Arusha etc.
- Customs officers must develop the ability to make informed decisions based upon intelligence led risk management.
- Business processes must be effective, efficient, lowest possible cost and involve minimal intervention.
- Customs officers generally require an increased level of knowledge and skills in order to accommodate the requirements of a reformed and modernised administration.
- Administrations must be able to demonstrate higher levels of qualification and professionalism amongst their staff.
- Customs administrations need to be effective in the use of strategic planning and management.

Participants:

The program is targeted at the middle management level. Participants will either hold a middle management position or be identified as aspiring to a position in the near future.

Duration

The program has a total duration of twelve months comprised of six months of formal learning followed by six months of directed practice and application. The formal learning period comprises:

- A program of lectures to be conducted at Zayed University. Twenty full day sessions, one each fortnight;
- A program of lectures and workshops conducted at Customs each alternate fortnight. Ten full-day sessions each made up of a half-day lecture followed by a workshop or tutorial.
- Four half-day tutorials or seminars conducted by Zayed University over the six month period.
- A program of self directed learning over a total period of six months to support the formal lecture sessions.
- A program of workplace mentoring and feedback over a total period of twelve months.

It is expected that assignments and projects will deliver outcomes of specific relevance to Customs operations eg a strategic plan a risk management plan, a business flowchart etc. The tutorials and workplace mentoring will support the participant's learning and be focused on the day-to-day work of the business unit as well as their involvement in the ongoing Reform and Modernisation Program.

Assessment:

Participants will be required to meet all assessment requirements which include:

Written examinations

Assignments

Projects

Contribution to tutorials

There will be assessors from:

- Zayed University
- Customs
- Workplace

Accreditation:

Successful completion of the program will entitle the participant to an academic award at the Advanced Diploma* level. It is expected that the certificate will be endorsed by Zayed University, Dubai Customs, the Ministry of Higher Education and the World Customs organisation.

*Note: Subject to the approval of the Ministry of Higher Education

Location:

- Lectures to be delivered at Zayed University Campus, Media Village.
- Customs-specific modules to be delivered at Customs.
- Tutorials sessions and workshops will be conducted at Zayed University and Customs.
- Mentoring to take place on the job.

Delivery Format

The program will be a dynamic mix of self directed learning, lectures, facilitated workshops, tutorials, syndicate and project work. As well as the underpinning theory, participants will be assisted in making a practical application of the new theory to their operational context.

The theory will be delivered over the first twenty weeks, tutorials and seminars will continue for a further six to ten weeks. Mentoring will continue for an additional six months and sign off will be against the benchmark competency standards for the middle manager.

Lecture format will be used for the Zayed component of the program. A combination of lecture and workshop will be used by the Customs component.

Tutorials and seminars will be facilitated by Customs and Zayed staff. Participants will be required to undertake guided self directed study.

Content

Strategic Management *

Organisation Development *

III. National Context

IV. UAE and Gulf Context

V. Global Context

Governance

Reform and modernisation

Compliance Management

GCC Legislation

Risk Management

Quality Management

Performance Management *

Financial Management *

People Management *

Change Management *

Communication Management *

Project Management

Time Management *

Personal Development *

VI. Management

Leadership

Facilitation

Presentation

Communication

Integrity

International conventions

Politics in Organisations

This content will be delivered in the context of a newly organised Dubai Customs undergoing a major reform and modernisation program.

*Note The theoretical component will be delivered by Zayed University.

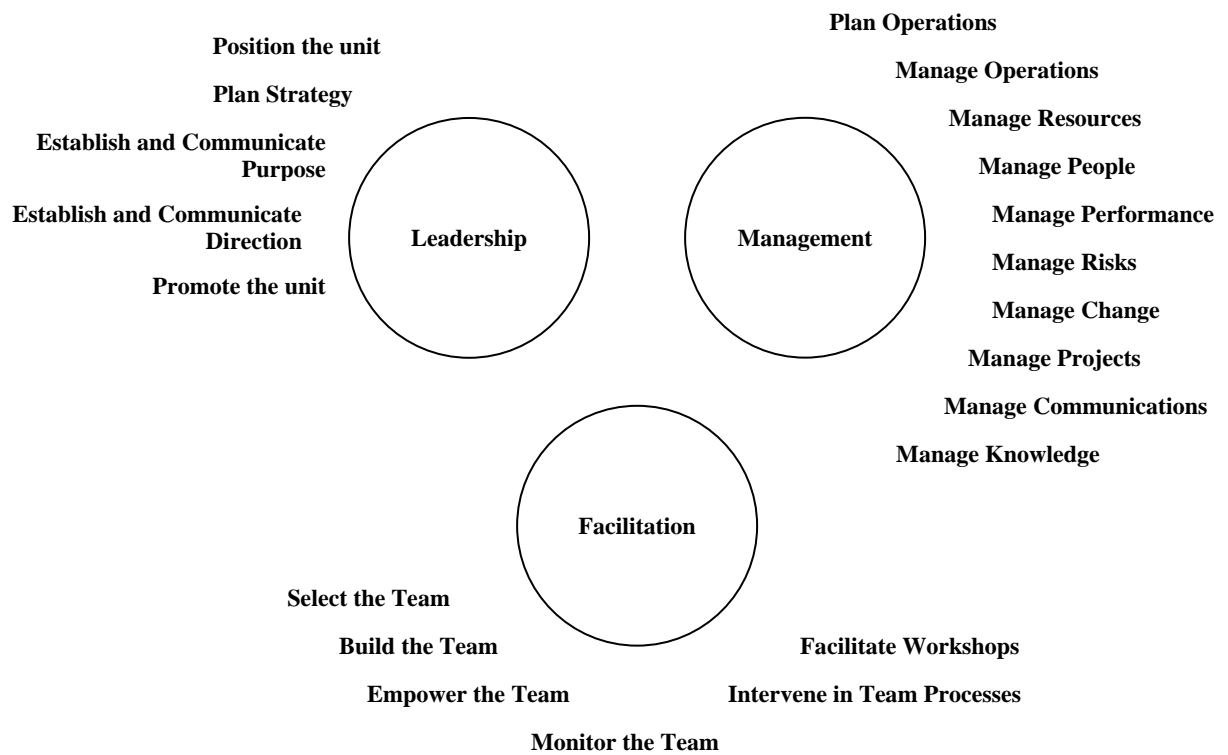
Evaluation

The program will be evaluated by the Training Centre and the PMO. This will include a questionnaire at the completion of formal study and a survey at three months to check understanding and at six months to check application. The outcomes of the evaluation will be used to improve future courses.




Summary of Benchmark Competencies Line Manager

Units of Competence	Elements of Competence
Plan unit operations	Identify and analyse requirements Confirm the unit's purpose and set direction Determine unit management strategy Determine unit objectives Establish performance targets and measures Asses strategic and operational level risks Establish plan of action to deliver objectives Determine resource requirements (human, physical, financial) Communicate high level strategy and objectives Plan communications Promote the unit
Manage unit operations	Implement the plan of action Communicate operational requirements to staff Acquire and allocate resources Task teams and individuals Manage risks Manage budget Manage resources Deliver outcomes Oversight the unit administration Report outcomes
Manage unit interface	Manage interactions with higher management Manage interaction with other business units Manage interactions with service providers Manage interactions with clients and representative bodies Manage interactions with external environment Manage shared resources Establish and maintain networks


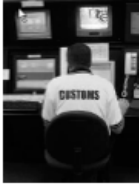

Manage performance	<p>Monitor performance of unit against targets</p> <p>Monitor performance of groups against targets</p> <p>Monitor performance of individuals against agreement</p> <p>Provide feedback on performance</p> <p>Report performance</p> <p>Improve performance</p>
Manage the team	<p>Build the team</p> <p>Motivate and empower the team</p> <p>Build commitment, identity, pride and spirit</p> <p>Stimulate an interest in the work</p> <p>Facilitate team processes</p>
Manage knowledge	<p>Establish a learning environment</p> <p>Understand information requirements</p> <p>Manage information</p> <p>Facilitate networking</p>
Resolve problems	<p>Identify problem</p> <p>Analyse problem</p> <p>Create ideas</p> <p>Judge ideas</p> <p>Develop options</p> <p>Select preferred option</p>
Develop self and staff	<p>Understand own needs for development</p> <p>Address needs</p> <p>Identify the needs of staff</p> <p>Assist staff to undertake training and development</p>



Annex 4: Workshop Presentation – Overheads



Organizational Change
A Case Study
- Australian Customs
Service





Purpose

- Provide an overview of major organizational change in a customs administration
- Outline steps
- Discuss what works and what does not work
- Techniques for sharing information
- Discuss change in Jordan Customs Department

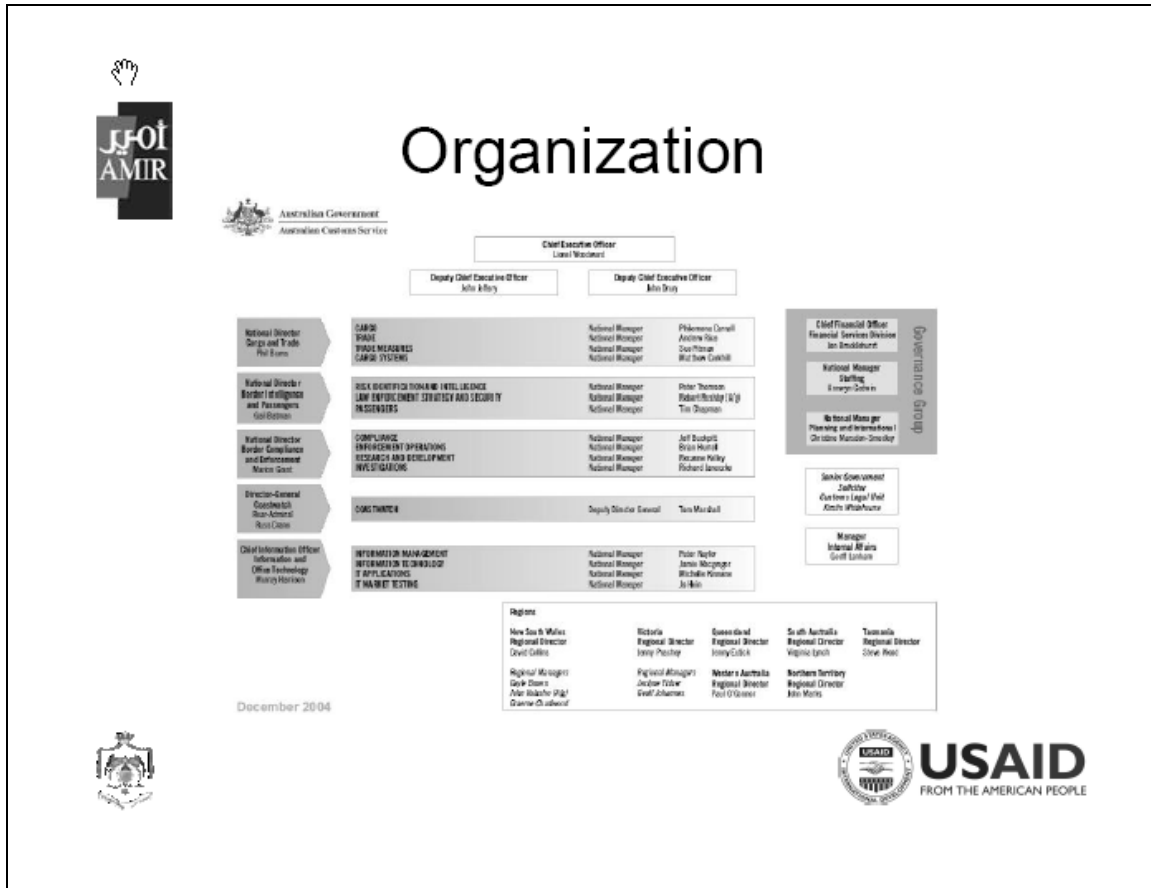




Background

- The Australian Customs Service is oldest federal agency in Australia – 1901
- Customs is an agency within the Ministry of Justice and Customs.
- Currently has 4,806 officers operating across the country and offices in Washington, Brussels, Tokyo, Bangkok, Jakarta and Beijing.







Staffing Arrangements

1990 38 senior executive level 11 levels covering 5,359 officers	1998 34 senior executive level 5 levels covering 4,360 officers
2004 37 senior executive level officers 5 levels covering 4869 officers	





Order of Events

- Decision taken by Executive to re-structure
- Selection and Appointment of Task Force members
- Scope of Work and Timeline
- Approval of Executive
- Agreement with staff and staff union
- Implementation

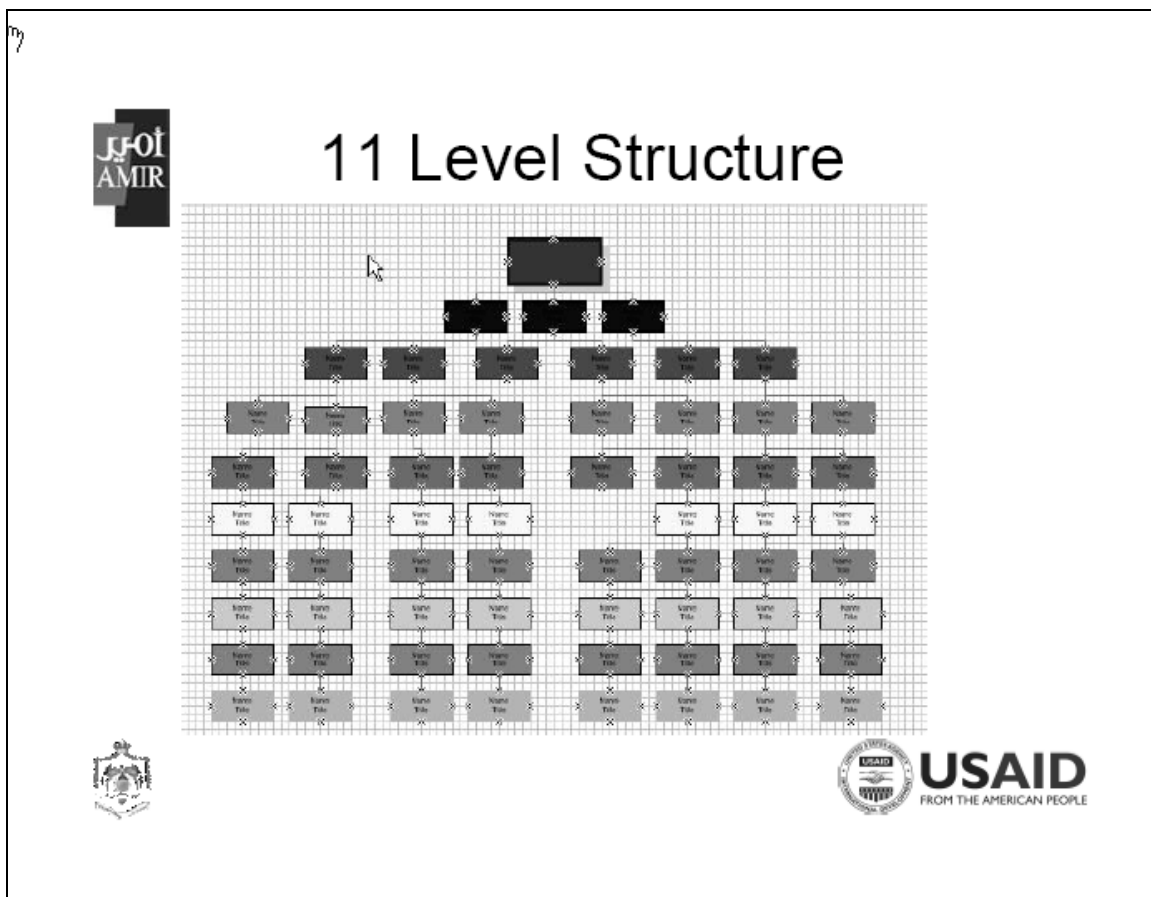


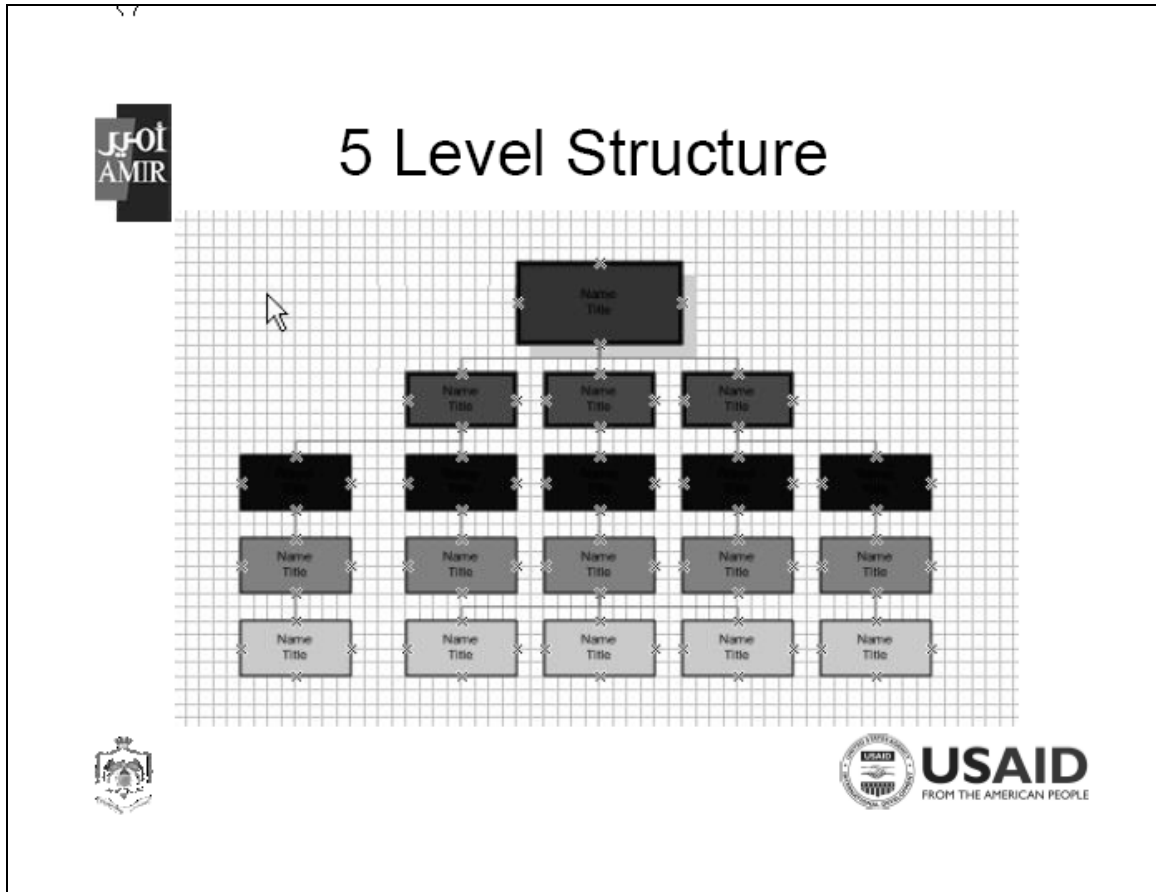


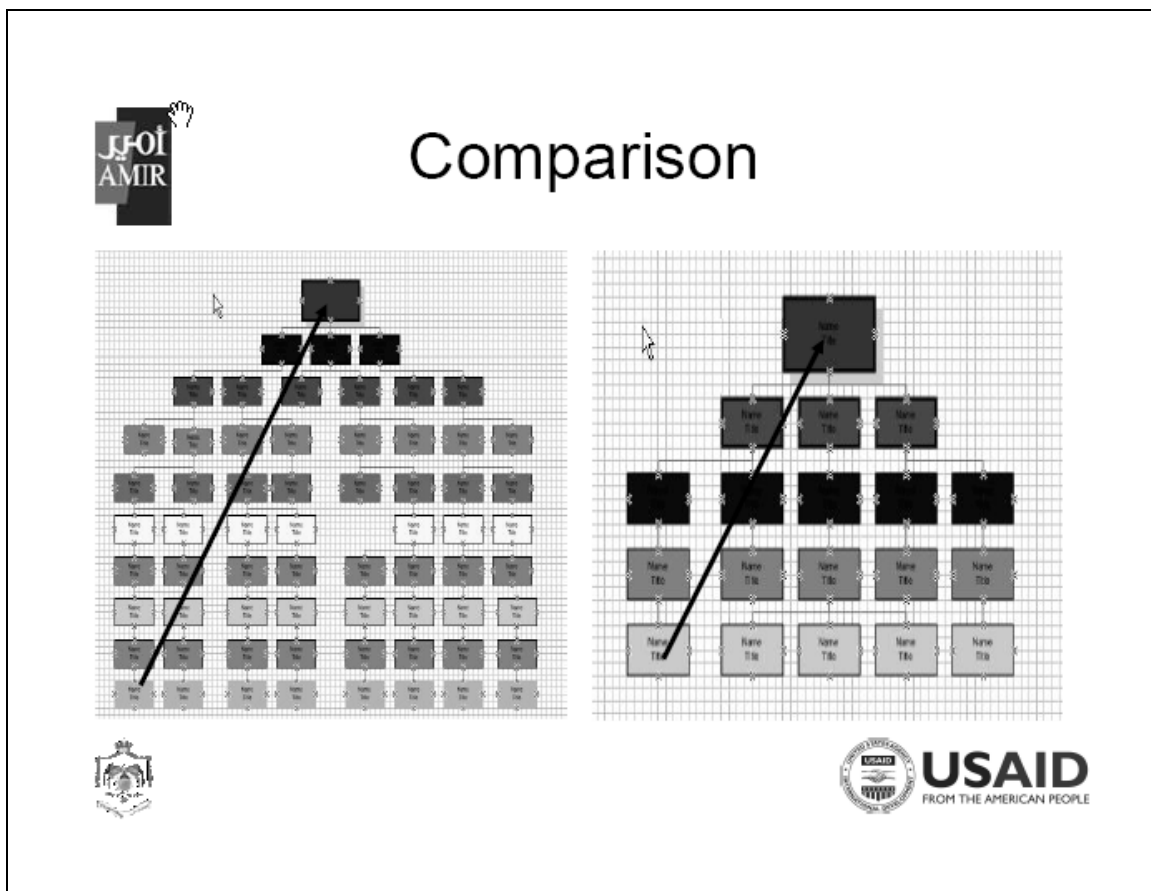
Executive Thinking

- Why re-organize?
 - Improved communication
 - Better command and control
 - More people to undertake core customs activities
- Current organizational structure inconsistent with new directions
- Innovative ways to organize people to meet future work challenges







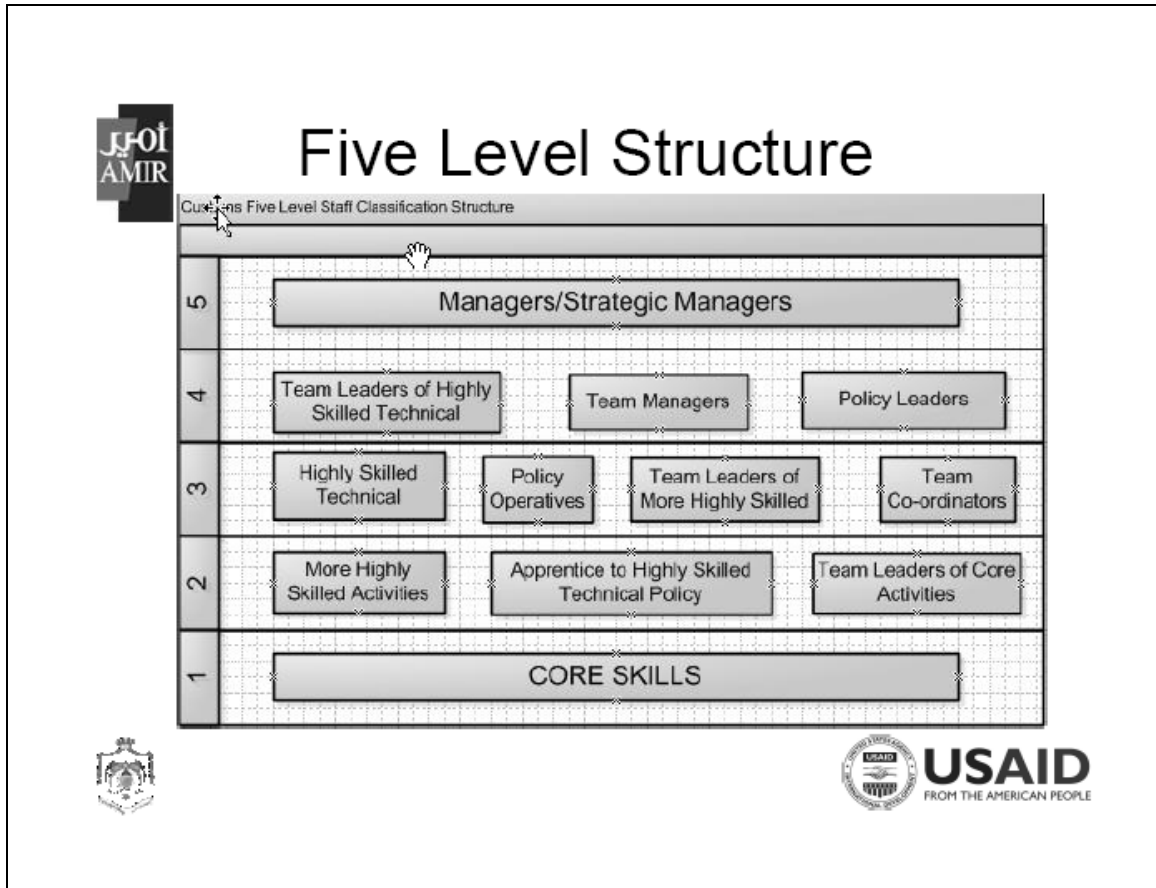




Methodology

- Review position descriptions
- Interview every officer or group of officers in the organization.
- Assess every position against pre-determined work value.
- Determine where each position falls into a 5 level structure.







Key Criteria for Classification of Positions

- Degree of autonomy
- Complexity or difficulty of work
- Variability of work performed
- Skills, experience and knowledge which relate directly to complexity and variability
- Supervision and management responsibilities





Team Profile

- Officers with broad backgrounds
 - Career customs officers with workplace credibility
 - Human resource specialists
 - Committed to change and enthusiastic
 - Good communicators
 - Understand change management and have the training to confidently discuss with staff

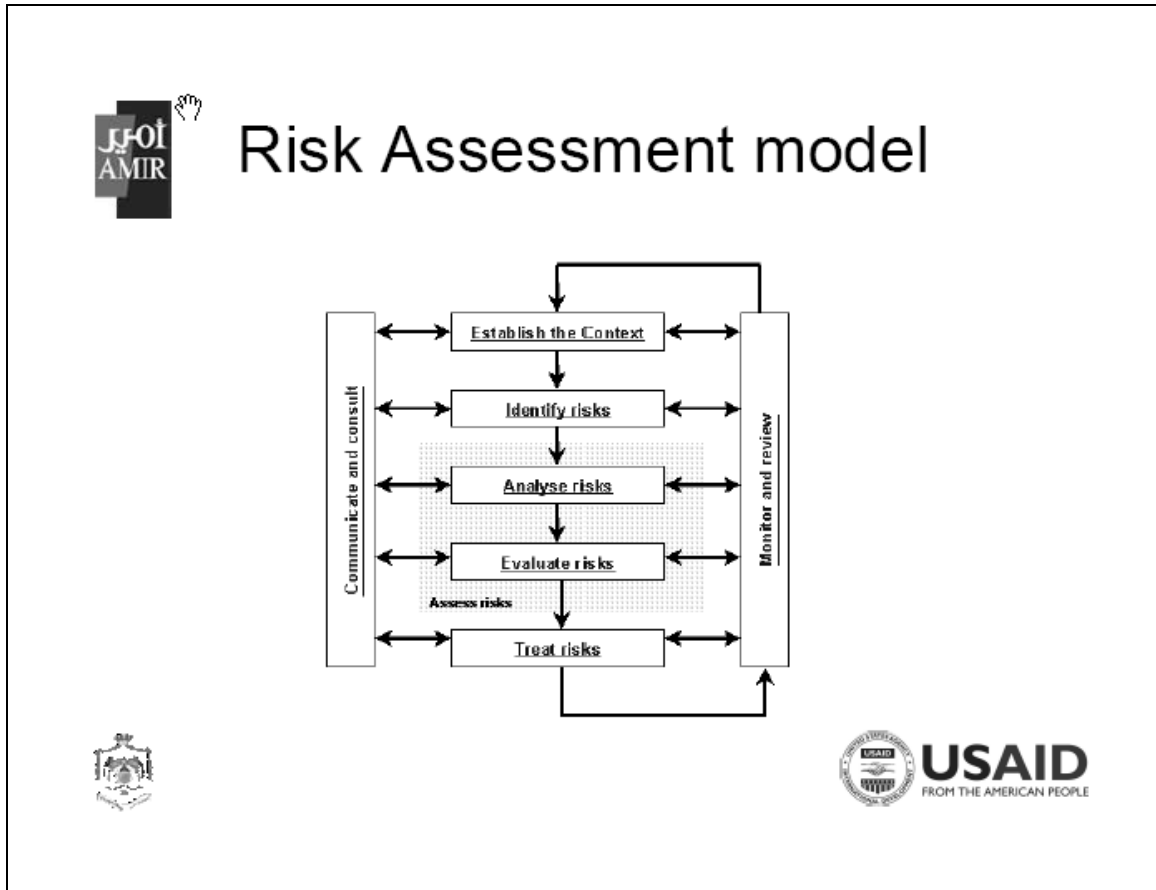




Risk Assessment

- Use established methodology
- Recognize the importance of identifying the risks, prioritize risks, establish treatments and then constantly review.
- Risk management is should be used for every project.







Time Frames

- Restructure took almost 1 year
- Involved thousands of interviews and hundreds of briefings
- Communicate timeframes
- On time delivery of product is extremely important to credibility of project.
- If there is any slippage, brief the Executive and tell the staff!!





Briefings

- Weekly briefings for the DG and Executive
- Monthly newsletter to all staff
- During the assessment period, daily meetings.
- During model development phase; daily meetings.
- Human Resources briefed over two days; assigned responsibility for implementation





Contact Strategy

- Names and telephone numbers notified to all staff
- Progressive reports posted to Customs Intranet
- Feedback requested via Customs Intranet; immediate response very important
- If specific request was received for additional briefing of work group, response was immediate!!





Public Relations Strategy

- Use every medium available in Customs
 - CCTV, intranet, video, workshops, lunchtime briefings, phone calls, newsletters.
- DG “starred” in a video early in the process asking officers to participate and providing initial background to the re-structure.
- Once model was finalized, production of a video featuring all the team members talking about a feature of the model.
- Follow up with briefings for every officer in Customs.





How to Ensure Success

- ◆ **LEADERSHIP BY DIRECTOR-GENERAL AND EXECUTIVE!!**
- ◆ Accelerate the pace.
- ◆ Use a proven methodology
- ◆ Focus on the client
- ◆ Ensure the disruption is minimized
- ◆ In summary, success is based on:
 - Good articulation of the administration's need for change.
 - Use of a structured framework.
 - Creation of top quality team/s to manage and implement the change.
 - Selection of the right business processes for change.
 - Understanding the risks and preparation of contingency plans.
 - Involvement and education of the staff and the clients in the change process.





Why Does Change Fail?

- Lack of support from Executive/managers
- Takes too long and costs too much.
- No risk assessment.
- Methodology is unproven.
- Resources are insufficient.
- Focus is internal.
- The change is disruptive.





Something to Think About!!

- Organizations don't change
people do!!

